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STATE OF CALIFORNIA COMMISSION ON STATE MANDATES

REPORT TO THE LEGISLATURE: APPROVED MANDATE CLAIMS

April 1, 1999 - December 31, 1999

COMMISSION ON STATE MANDATES

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December 31, 1999

Mr. Gregory Schmidt Secretary of the Senate California State Legislature State Capitol, Room 3044 Sacramento, California 95814 Mr. E. Dotson Wilson Chief Clerk of the Assembly California State Legislature State Capitol, Room 3196 Sacramento, California 95814

Enclosed is the Commission on State Mandates' Report to the Legislature required by section 17600 of the Government Code. At least twice each calendar year, the Commission is required to report to the Legislature on the number of mandates it has found, the estimated statewide cost of each mandate, and the reasons for recommending reimbursement.

Section 17612, subdivision (a), of the Government Code states that the local government claims bill introduced in the Legislature shall provide for an appropriation sufficient to pay the estimated costs of the mandates approved by the Commission.

If you have questions regarding this report, please contact me at (916) 323-3562.

Sincerely,

PAULA HIGASHI

Enclosure

c: w/encl.

Honorable Patrick Johnston, Chairperson, Senate Appropriations Committee Honorable Steve Peace, Chairperson, Senate Budget and Fiscal Review Committee and Chairperson, Joint Legislative Budget Committee

Honorable Carole Migden, Chairperson, Assembly Appropriations Committee Honorable Denise Moreno Ducheny, Chairperson, Assembly Budget Committee

Ms. Elizabeth G. Hill, Legislative Analyst

Mr. Mike Gotch, Legislative Secretary, Governor's Office

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INTRODUCTION

Section 17600 of the Government Code requires the Commission on State Mandates (Commission) to report to the Legislature at least twice each calendar year on the number of mandates it has found, the estimated statewide costs of each mandate, and the reasons for recommending reimbursement.

Section 17612, subdivision (a), of the Government Code provides that upon receipt of this report, a local government claims bill shall be introduced in the Legislature. This section further states that, at its introduction, the bill shall provide for an appropriation sufficient to pay the estimated costs of the mandates approved by the Commission. If the Legislature deletes funding for a mandate from a local government claims bill, the local agency or school district may file an action in declaratory relief in the Superior Court of the County of Sacramento to declare the mandate unenforceable and enjoin its enforcement pursuant to Section 17612, subdivision (c), of the Government Code.

Section 17561.5, subdivision (a), of the Government Code states that if payment for an initial reimbursement claim is being made more than 365 days after adoption of the statewide cost estimate, the Controller shall include accrued interest at the Pooled Money Investment Account rate.

The Commission has approved other test claims during this and earlier periods, and those approvals often are made in part rather than in total. Approved mandates, however, are not reported until the Commission has adopted the statewide cost estimates.

FISCAL SUMMARY

Costs of New Mandates

Two-Way Traffic Signal Communication Vehicle Code Section 21401 Statutes of 1994, Chapter 1297
Domestic Violence Treatment Services — Authorization and Case Management Penal Code Sections 1000.93, 1000.94 and 1000.95 Penal Code Section 273.5, subdivisions (e), (f), (g), (h) and (i) Penal Code Section 1203.097 Statutes of 1992, Chapters 183 and 184, Statutes of 1994, Chapter 28X, Statutes of 1995, Chapter 641
Airport Land Use Commissions/Plans Public Utilities Code Sections 21670 and 21670.1 Statutes of 1994, Chapter 644 Statutes of 1995, Chapter 66 Statutes of 1995, Chapter 91
American Government Course Document Requirements Education Code Section 51230 Statutes of 1996, Chapter 778
Totals \$5,401,000 General Fund \$5,401,000 Transportation Fund \$567,000 Grand Total \$5,968,000

¹ At its May 27, 1999 hearing, the Commission approved a Statewide Cost Estimate of \$567,000 for *Two-Way Traffic Signal Communication*. This amount was included in the 1999 Claims Bill, AB 1110, Statutes of 1999, Chapter 574.

MANDATE SUMMARIES

The following section describes the mandates and statewide cost estimates approved by the Commission during the reporting period. The eligible claimants, mandate background, reimbursable mandated activities and approved statewide cost estimate are included for each of the following mandates:

- Two-Way Traffic Signal Communication
- Domestic Violence Treatment Services Authorization and Case Management
- Airport Land Use Commissions/Plans
- American Government Course Document Requirements

Two-Way Traffic Signal Communication

Statewide Cost Estimate Adopted May 27, 1999

Vehicle Code Section 21401 Statutes of 1994, Chapter 1297

Mandate Summary

Eligible Claimants

Eligible claimants include any city or county.

Mandate Background

On March 26, 1998, the Commission adopted its Statement of Decision that the test claim statute and the executive order impose a new program upon local agencies by requiring non-exempt traffic signal controllers which are "newly installed or upgraded" (as defined by Caltrans) due to damage or to an approved congestion management plan to have two-way traffic signal communication capabilities after January 1, 1996.

The Commission recognized that the Legislature required local agencies in 1989 to develop congestion management plans in an attempt to alleviate traffic congestion concerns. Funding for the congestion management plan was provided with voter approval of Proposition 111 in June 1990. Proposition 111 provided a nine cent increase in the state gas tax to fund any project that increased the capacity of the "multimodal system" and that would benefit the agency's congestion management plan.

Although the congestion management legislation addresses traffic coordination, cooperation between jurisdictions, and standardization of traffic control, the Commission found that local agencies are not required to use the gas tax funds specifically for the two-way communications program. Rather, local agencies have discretion to prioritize the projects to be funded.

The Commission also found that local agencies are not required to:

- meet and confer with other local jurisdictions to ensure compatibility;
- meet and confer with Caltrans to develop the protocol;
- use the communications software (the only requirement is that newly-installed or upgraded controllers support the communications capability);
- replace existing controller hardware with a new type of hardware; or
- accept the software program offered by Caltrans.

The Commission determined that reimbursement should be funded from the State Highway Account, State Transportation Fund, rather than from the General Fund, pursuant to the Department of Finance's recommendation. Costs incurred on or after January 1, 1995, are eligible for reimbursement.

The Commission on State Mandates adopted the Parameters and Guidelines for this claim on September 24, 1998.

Reimbursable Mandated Activities

For each eligible claimant, all direct and indirect costs of labor, supplies and services, for the following activities only, are eligible for reimbursement:

- Activities to obtain the capability of two-way communications by either:
 - (a) accepting Caltrans' free offer by downloading the program from the Internet, testing the program to ensure compatibility and making modifications necessary to correct faults in the system to ensure the required two-way communications capability;
 - (b) developing and testing their own software program which provides the *limited* subset of messages identified on page 5 of Caltrans' executive order dated October 15, 1995;
 - (c) purchasing a new controller which contains the standard two-way communications feature; or
 - (d) purchasing a controller software package which contains the standard two-way communications feature.

If a local agency purchases a new controller or controller software package that contains the standard two-way communications feature, reimbursement shall be limited to the incremental cost of the added feature (i.e., the cost of the controller or software package with the added feature less the cost of the controller or software package without the added feature), if any, as documented by the vendor.

- The one-time activity of revising procedure manuals to specify that all controllers installed or upgraded after January 1, 1996, must have the two-way communication capability.
- The one-time activity of preparing a work order or plan to obtain the two-way communications capability by one of the above four options.

Statewide Cost Estimate

Fiscal Year	Total
1994-95 (6 months)	\$198,412
1995-96	\$30,587
1996-97	\$124,887
1997-98	\$172,673
1998-99	\$40,150
1999-00	<u>\$0</u>
Total	\$566,709
Total (r)	\$567,000

Domestic Violence Treatment Services — Authorization and Case Management

Statewide Cost Estimate Adopted August 26, 1999

Penal Code Sections 1000.93, 1000.94 and 1000.95
Penal Code Section 273.5, subdivisions (e), (f), (g), (h) and (i)
Penal Code Section 1203.097
Statutes of 1992, Chapters 183 and 184
Statutes of 1994, Chapter 28X
Statutes of 1995, Chapter 641

Mandate Summary

Eligible Claimants

Eligible claimants include any county, or city and county

Mandate Background

The test claim legislation provides that if a defendant is convicted of a domestic violence crime and granted probation as part of sentencing, the defendant is required to successfully complete a batterer's treatment program as a condition of probation.

The Commission determined that probation is a penalty for conviction of a crime. The successful completion of probation is required before the unconditional release of the defendant. If the defendant fails to successfully complete a batterer's treatment program, the test claim legislation subjects the defendant to further sentencing and incarceration.

Since the legislature changed the penalty for domestic violence crimes by changing the requirements for probation, the Commission determined that the "crimes and infractions" disclaimer in Government Code section 17556, subdivision (g), applies to this claim. Based on the plain and ordinary meaning of the words used by the Legislature, the Commission concluded that subdivision (g) applies to those activities required by the test claim legislation that are directly related to the enforcement of the statute which changed the penalty for a crime.

The Commission concluded that the activities listed below are *not* directly related to the enforcement of the test claim statute under Government Code section 17556, subdivision (g), and, therefore, are reimbursable:

- Administration and regulation of batterers' treatment programs (Pen. Code, § 1203.097, subds. (c)(1), (c)(2), and (c)(5)) offset by the claimant's fee authority under Penal Code section 1203.097, subdivision (c)(5)(B).
- Providing services for victims of domestic violence. (Pen. Code, § 1203.097, subd. (b)(4).)
- Assessing the future probability of the defendant committing murder. (Pen. Code, § 1203.097, subd. (b)(3)(I).)

The reimbursement period begins on or after January 1, 1996. The Commission adopted the Parameters and Guidelines for this claim on November 30, 1998.

Reimbursable Mandated Activities

For each eligible claimant, all direct and indirect costs of labor, supplies, services, travel, and training, for the following activities are eligible for reimbursement:

- A. Administration and regulation of batterers' treatment programs (Pen. Code, §§ 1203.097, subds. (1), (2) and (5)) offset by the claimant's fee authority under Penal Code section 1203.097, subdivision (5)(B).
 - 1. Development of an approval and annual renewal process for batterers' programs, not previously claimed under former Penal Code sections 1000.93 and 1000.95. (One-time activity.)
 - a. Meeting and conferring with and soliciting input from criminal justice agencies and domestic violence victim advocacy programs.
 - b. Staff training regarding the administration and regulation of batterers' treatment programs. (One-time for each employee performing the mandated activity.)
 - 2. Processing of initial and annual renewal approvals for vendors, including:
 - a. Application review.
 - b. On-site evaluations.
 - c. Notification of application approval, denial, suspension or revocation.
- B. Victim Notification. (Pen. Code, § 1203.097, subd. (b)(4).)
 - 1. The probation department shall attempt to:
 - a. Notify victims regarding the requirement for the defendant's participation in a batterer's program.
 - b. Notify victims regarding available victim resources.
 - c. Inform victims that attendance in any program does not guarantee that an abuser will not be violent.
 - 2. Staff training on the following activities:
 - a. Notify victims regarding the requirement for the defendant's participation in a batterer's program, and inform victims that attendance in any program does not guarantee that an abuser will not be violent. (One-time for each employee performing the mandated activities.)
 - b. Notify victims regarding available victim resources. (Once-a-year training for each employee performing the mandated activity.)
- C. Assessing the future probability of the defendant committing murder. (Pen. Code, § 1203.097, subd. (b)(3)(I).)
 - 1. Evaluation and selection of a homicidal risk assessment instrument.
 - 2. Purchasing or developing a homicidal risk assessment instrument.
 - 3. Training staff on the use of the homicidal risk assessment instrument.
 - 4. Evaluation of the defendant using the homicidal risk assessment instrument, interviews and investigation, to assess the future probability of the defendant committing murder.

In the event a local agency obtains a new homicidal risk assessment instrument, documentation substantiating the improved value of the new instrument is required to be provided with the claim.

Statewide Cost Estimate

Fiscal Year	Total
1995-96 (6 months)	\$251,715
1996-97	\$569,024
1997-98	\$917,044
1998-99	\$925,728
1999-00	\$950,317
2000-01	\$973,125
Total	\$4,586,953
Total (r)	\$4,587,000

Airport Land Use Commissions/Plans

Statewide Cost Estimate Adopted August 26, 1999

Public Utilities Code Sections 21670 and 21670.1 Statutes of 1994, Chapter 644 Statutes of 1995, Chapter 66 Statutes of 1995, Chapter 91

Mandate Summary

Eligible Claimants

Eligible claimants include any county, city, or city and county, or other appropriately designated local government entity.

Mandate Background

Public Utilities Code sections 21670 and 21670.1, as amended by Statutes of 1994, Chapter 644, Statutes of 1995, Chapter 66, and Statutes of 1995, Chapter 91, require counties with an airport served by a scheduled airline or operated for the benefit of the general public to establish or re-establish an airport land use commission or designate alternative procedures to accomplish airport land use planning.

On July 31, 1997, the Commission on State Mandates adopted its Statement of Decision, finding that the test claim statutes impose a reimbursable state mandated program upon local agencies within the meaning of section 6, article XIII B of the California Constitution and Government Code section 17514. The Commission also found that the land use plan required by Public Utilities Code section 21675 is not reimbursable because it was a requirement prior to the operative date of Statutes of 1994, Chapter 644.

Section 21671.5, subdivision (f), of the Public Utilities Code authorizes an airport land use commission to establish fee schedules. To the extent that reimbursable activities are claimed under this mandate where there are fees chargeable to a proponent of action, regulation, or permit for reviewing and processing and for providing copies of land use plans as required by section 21675, subdivision (d), of the Public Utilities Code, those fees shall be deducted from the amount claimed.

Funding received under the California Aid to Airports Program, including Project Ker-VAR 90-1 and Project SBd-VAR-90-1, that is applicable to reimbursable activities under the subject mandates shall also be deducted from the amount claimed.

The reimbursement period for this mandate begins on January 1, 1995. The Commission adopted the Parameters and Guidelines for this claim on December 17, 1998.

Reimbursable Mandated Activities

- A. For each eligible Claimant, the direct and indirect costs of the following activities are eligible for reimbursement on a one-time basis:
 - 1. Selection of the Method of Compliance
 - a. Analyze the enacted legislation and alternatives.
 - b. Coordinate positions of the county and affected cities within the county, providing information, and resolving issues.
 - 2. Establishment of one of the following methods:

METHOD 1 - Set up or restore an airport land use commission.

- a. Establish and appoint the members.
- b. Establish proxies of the members.

METHOD 2 - Determination of a designated body, pursuant to Public Utilities Code section 21670.1, subdivisions (a) and (b).

- a. Conduct hearing(s) to designate the appropriate body.
- b. Augment the body, if with two members with expertise in aviation.

METHOD 3 -Establishment of an alternative process, pursuant to Public Utilities Code section 21670.1, subdivision (c).

- a. Develop, adopt and implement the specified processes.
- b. Submit and obtain approval of the processes or alternatives from the Department of Transportation, Division of Aeronautics.

METHOD 4 - Establishment of an exemption, pursuant to Public Utilities Code sections 21670 (b) or 21670.1, subdivisions (d) and (e).

a. Determine that a commission need not be formed and meet the specified conditions.

If an eligible claimant, which has selected and established an exemption as specified under 21670 (b) or 21670.1, subdivisions (d) or (e), determines that the exemption no longer complies with the purposes of Public Utilities Code section 21670 (a), activities to select the Method of Compliance and to establish Method 1, 2 or 3 are eligible for reimbursement.

B. For each eligible claimant, per diem for Commission members of up to \$100 for each day actually spent in the discharge of official duties and any actual and necessary expenses incurred in connection with the performance of duties as a member of the Commission.

The airport land use planning process described in Public Utilities Code section 21675 is *not* reimbursable.

Statewide Cost Estimate

Fiscal Year	Total
1994-95 (6 months)	\$12,177
1995-96	\$9,607
1996-97	\$5,228
1997-98	\$1,930
1998-99	\$2,000
1999-00	\$2,000
2000-01	\$2,000
Total	\$34,942
Total (r)	\$35,000

American Government Course Document Requirements

Statewide Cost Estimate Adopted November 30, 1999 Education Code Section 51230 Statutes of 1996, Chapter 778

Mandate Summary

Eligible Claimants

Eligible claimants include any school district, as defined in Government Code section 17519, except for community colleges.

Mandate Background

On October 29, 1998, the Commission on State Mandates ("Commission") adopted its Statement of Decision finding that Education Code section 51230, as added by Statutes of 1996, Chapter 778, imposed a reimbursable state-mandated new program on school districts. Education Code section 51230 requires school districts to teach, and students to read, the Declaration of Independence, the United States Constitution, including the Bill of Rights, the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address as part of the American Government and Civics courses required for high school graduation.

The reimbursement period for this mandate begins on January 1, 1997. The Commission adopted the Parameters and Guidelines for this claim on February 25, 1999.

Reimbursable Mandated Activities

The direct and indirect costs of labor, materials and supplies, contracted services, equipment, travel, and training incurred for compliance with the following mandate components are eligible for reimbursement:

- A. Preparing and Adopting Policies, Procedures and Forms
 Preparing and adopting policies, procedures and forms related to teaching the Federalist
 Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's
 Farewell Address as part of the American Government and Civics courses.
- B. Training
 - Training teachers that teach American Government or Civics courses about the requirements to teach the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address, about new text materials related to these documents, and about methods of teaching these documents. This reimbursable component includes:
 - 1) Activities performed by administrators, other school district personnel, and consultants to prepare for training sessions and to conduct training sessions;
 - 2) Either the cost of providing a substitute teacher for each teacher who attends a training session during the teacher's normal classroom periods or the additional payment made to each teacher who attends a training session outside the teacher's normal classroom period (after school or on Saturday); and

3) The cost of materials and supplies used or distributed in training sessions on this mandated program.

Each school district may conduct more than one training session and may conduct training sessions in different fiscal years; however, the cost of providing either a substitute teacher during the school day or making additional payments to each teacher attending a training session outside the regular school day is eligible for reimbursement only once for each teacher who teaches an American Government or Civics course. The labor time of the teacher spent in attending a training session during that teacher's normal classroom hours is not eligible for reimbursement.

C. Acquiring Materials and Supplies

- 1. Acquiring Student Text Materials before the Scheduled Adoption of New Textbooks
 - a) The one-time activity of reviewing student text materials purchased before January 1, 1997 (the effective date of the test claim statute) to determine whether they contain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address;
 - b) If existing textbooks and materials do not contain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address, then the following activities are eligible for reimbursement:
 - 1) Contacting text publishers to determine what text materials are available that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address;
 - 2) Negotiating and coordinating the purchase of student materials that contain or explain about the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address; and
 - 3) Administering the purchase of student materials that contain or explain about the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address, including preparing contracts or purchase orders for the purchase of student materials, distributing the purchased materials, and conducting an inventory of purchased materials.

The purchase price of the student materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address is eligible for reimbursement.

2. Adoption of New Textbooks

- a) Reviewing proposed student text materials to determine whether they contain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address.
- b) If the proposed new text materials contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address, then the pro rata share of costs directly related to performing the following activities is eligible for reimbursement:
 - 1) Negotiating and coordinating the purchase of student materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address; and

2) Administering the purchase of student materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address, including preparing contracts or purchase orders for the purchase of student materials, distributing the purchased materials, and conducting an inventory of purchased materials.

The pro rata share of the purchase price directly related to the inclusion of text materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address is eligible for reimbursement.

- c) If the proposed new text materials do not contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address, then the pro rata share of costs directly related to performing the following activities is eligible for reimbursement:
 - 1) Contacting text publishers to determine what text materials are available that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address;
 - 2) Negotiating and coordinating the purchase of student materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address; and
 - 3) Administering the purchase of student materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address, including preparing contracts or purchase orders for the purchase of student materials, distributing the purchased materials, and conducting an inventory of purchased materials.

The pro rata share of the purchase price directly related to the inclusion of text materials that contain or explain the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address is eligible for reimbursement.

- 3. Acquiring Teacher Reference and Resource Materials
 - a) Reviewing teacher reference and resource materials purchased before January 1, 1997 (the effective date of the test claim statute) to determine whether they are sufficient to facilitate the teaching of the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address;
 - b) If existing teacher reference and resource materials are not sufficient to facilitate the teaching of the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address, then the following activities are eligible for reimbursement:
 - 1) Contacting text publishers to determine what teacher reference and resource materials are available to facilitate the teaching of the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address, and George Washington's Farewell Address;
 - 2) Negotiating and coordinating the purchase of teacher reference and resource materials that are sufficient to facilitate the teaching of the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address; and

3) Administering the purchase of teacher reference and resource materials that are sufficient to facilitate the teaching of the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address, including preparing contracts or purchase orders for the purchase of student materials, distributing the purchased materials, and conducting an inventory of purchased materials.

Each school district may purchase teacher reference and resource materials in different fiscal years; however, the cost of providing teacher reference and resource materials is eligible for reimbursement only once for each teacher who teaches an American Government or Civics course.

The purchase price of teacher reference and resource materials that are sufficient to facilitate the teaching of the Federalist Papers, the Emancipation Proclamation, the Gettysburg Address and George Washington's Farewell Address is eligible for reimbursement.

Statewide Cost Estimate

Fiscal Year	Total
1996-97 (6 months)	\$71,054
1997-98	\$131,461
1998-99	\$187,807
1999-00	\$192,152
200-01	\$196,572
Total	\$779,046
Total (r)	\$779,000